LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for April 28, 2004 PLANNING COMMISSION MEETING -REVISED REPORT-

P.A.S.: County Special Permit #04012

PROPOSAL: To allow a 255' tower for wireless facilities with waiver to fall

zone.

LOCATION: Northeast of the intersection of South 148th Street and Highway 2.

LAND AREA: A 3,600 square foot leased compound area on an approximately 20

acre parcel.

CONCLUSION: There are no other facilities in the area capable of accommodating this

carrier's facilities while still providing an acceptable level of coverage. A new tower is justified to accommodate this carrier, and this request complies with the requirements of the Zoning Regulations and the

Comprehensive Plan.

RECOMMENDATION:

County Special Permit #04012 Conditional Approval

Waiver to Fall Zone Approval

GENERAL INFORMATION:

LEGAL DESCRIPTION: See attached ownership certificate.

EXISTING ZONING: AG Agriculture

EXISTING LAND USE: Agriculture

SURROUNDING LAND USE AND ZONING:

North: Agriculture AG
South: Agriculture AG
East: Agriculture AG
West: Agriculture AG

COMPREHENSIVE PLAN SPECIFICATIONS:

Page F25 - The 2025 Comprehensive Plan's Land Use Plan designates agricultural land uses in this area.

Page F126 - Wireless Telecommunications - The placement and construction of such facilities need to occur in a way that is compatible with the natural and built environment. Taller, more intensive facilities should be located in commercial and industrial areas. Facilities in residential areas should be unobtrusive, of a scale consistent with the neighborhood setting, and sited in a way that does not detract from the enjoyment of the neighborhood by its residents.

TOPOGRAPHY: The land is rolling farmland in this area. The ground elevation rises from Highway 2 to approximately the center of Section 27 which is the high point in the area.

TRAFFIC ANALYSIS: The access easement to the tower site is off of South 148th Street, a paved county road adjacent to the west.

ANALYSIS:

This application was previously considered by the Planning Commission during the March 31, 2004 hearing. Per staff's recommendation, the Planning Commission voted to defer the application for four weeks to allow time for the applicant to address deficiencies in the application. In response, the applicant has provided a correct legal description, and has provided documentation addressing why collocation on other towers in the area is not feasible. This staff report was revised using this new information.

STANDARDS FOR EVALUATION:

Conformity with Comprehensive Plan.

1. The Comprehensive Plan designates agricultural uses in this area. This request is consistent with the type of development recommended by the Land Use Plan for rural areas.

Preference of site location in accordance with Section 10.008.

2. There are three location preferences as follows:

A. Preferred Location Sites:

(1) Publicly owned sites on which personal wireless facilities can be unobtrusively located with due regard to visibility, aesthetic issues, traffic flow, public safety, health and welfare. Such sites may include locating on existing buildings, co-locating on existing towers, screened roof-top mounts, water towers, billboards, electric substations, or other camouflaged sites, but shall not include new towers.

- (2) Privately owned sites with existing structures on which personal wireless facilities can be unobtrusively located with due regard to visibility, aesthetic issues, traffic flow, public safety, health and welfare. Such sites may include locating on existing buildings, co-locating on existing towers, screened rooftop mounts, water towers, billboards, electric substations, or other camouflaged sites, but shall not include new towers.
- (3) Publicly owned sites in which the facility is minimally obtrusive, has a minimal impact on the surrounding area, is an appropriate distance from residential land uses, has minimal impact on residential uses, with due regard being given to the scale of the facility and the surrounding area and the impact on the location.
- (4) Sites in commercially or industrially zoned districts in which the facility is minimally obtrusive, has a minimal impact on the surrounding area, is an appropriate distance from residential land uses, has minimal impact on residential uses, with due regard being given to the scale of the facility and the surrounding area and the impact on the location.
- B. Limited Preference Sites, in order of priority:
 - (1) Sites on other public property.
 - (2) Sites on other commercially or industrially zoned property.
 - (3) Screened antennas on multi-family residential structures exceeding 30' in height.
 - (4) Camouflaged structures with minimal impact on residential land uses.
- C. Sensitive Location Sites. Sites located in areas with residential uses, environmentally sensitive areas, Capitol View Corridors, the Capitol Environs District, entryway corridors, downtown, landmarks or landmark districts, properties listed or eligible to be listed on the National Register of Historic Places, the Airport Environs, and other sensitive areas. The applications for personal wireless facilities which are located at sensitive sites will be required to demonstrate a technical need to locate a personal wireless facility at a sensitive site and that other reasonable alternatives do not exist for the facility at a location which is not a sensitive site.

This application is considered a sensitive location site, as it does not meet the criteria of A or B above, and agricultural areas such as where this tower is to be located have residential uses. In sensitive location sites, the applicant is required to demonstrate what good faith efforts were taken to locate at a preferred or limited preference site, and why a preferred or limited preference site was not used if available.

Compatibility with abutting property and land uses.

3. There is one farmstead in the vicinity, approximately 1/3 mile to the southwest of the site on South 148th Street. Otherwise, all surrounding lands are zoned AG and used

for agricultural purposes. Except for the tower compound area, the area around the tower can still be put to productive agricultural use.

A waiver to the fall zone from the required 127.5' to 66' is being requested. Given the surrounding land uses and the unlikelihood of development in this area in the foreseeable future, the impact of this waiver is minimal. A waiver also allows the tower to be moved to the edge of the field and minimizes the disruption to farming.

Adverse impacts such as visual, environmental or noise impacts.

4. The proposed tower site is near the center of the section, and is sited to take advantage of the elevation provided by the terrain. At this location, the visual impact of the tower is partially diffused against the backdrop of the adjacent tree line to the north

Availability of suitable existing structures for antenna mounting.

5. Because this site is a sensitive location site, the applicant is required to eliminate all other preferred or limited preference sites within ½ mile of the proposed site, and demonstrate why they are not feasible per Section 10.010(c) of the Zoning Regulations. This would include any potential collocation sites that would accommodate this carrier's antennas. In this case, there are no preferred or limited preference sites within either the search ring provided by the applicant, or within ½ mile of the proposed site.

However, three water tanks and six other towers are visible from the proposed site. They range in distance from approximately 3.5 to 5.5 miles away. The three water tanks and four of the towers are to the west on the east edge of Lincoln, and two of the towers are to the east near the Lancaster County line. While these towers are beyond the search ring submitted by the applicant, staff understands that the search ring delineates for optimal coverage but does not eliminate the possibility of collocating beyond the ring, albeit with reduced but adequate coverage. To be consistent with the intent of the Zoning Regulations and help limit tower proliferation by maximizing the use of existing facilities, the applicant was asked to demonstrate a good faith effort and show that collocation is not feasible beyond ½ mile from the proposed site.

Part of the information re-submitted by the applicant includes an evaluation of the feasibility of collocation on one of these facilities, and includes both a narrative explanation as well as a coverage map. According to this evaluation, collocation on any of the existing towers at the east edge of Lincoln would not significantly improve the carrier's coverage in the area of need. Such a collocation puts the antennas too close to existing facilities along the east edge of Lincoln, and too far away from those east of the county line.

The attached letter from the applicant provides a discussion of what are known as Basic Trading Areas (BTA's), and it relates to those towers outside Lancaster County. BTA's are jurisdictional boundaries (most often they follow county or state lines) established by the Federal Communications Commission (FCC) as a mechanism for regulating wireless frequencies. According to the applicant, the system requirements imposed upon the carrier due to the transition from one BTA to another eliminates the towers east of the county line from consideration.

Scale of facility in relation to surrounding land uses.

6. Compatibility of scale is partially provided by the amount of separation between the proposed tower and surrounding uses, and acts as a mitigating factor in the siting of the tower.

Impact on views/vistas and impact on landmark structures/districts, historically significantstructures/districts, architecturally significantstructures, landmark vistas or scenery and view corridors from visually obtrusive antennas and back-up equipment.

7. There are no significant impacts noted in this area.

Color and finish.

8. There are two color and finish options for towers in excess of 200' in height per Federal Aviation Administration (FAA) regulations. They can either have a galvanized finish, or be painted international orange and white. Towers painted orange and white are allowed to have red lights, night and day. Galvanized towers are required to have white lights during the day, but can have red lights at night. Color and lighting is a tradeoff - the orange and white towers are more visible and less transparent than a galvanized finish during the day, however the white light is more noticeable than the red. As the Zoning Regulations require a galvanized finish, the least obtrusive lighting option includes white during the day and red at night.

As previously requested by staff, the site plan has been revised and now includes a note indicating that the tower will have a galvanized finish, and that the required lighting will consist of white lights during the day and red lights at night.

Ability to collocate.

9. The applicant states that this tower is designed to accommodate a total of five carriers, two more than required by the Zoning Regulations.

Screening potential of existing vegetation, structures and topographic features, and screening potential of proposed facilities, ground level equipment, buildings and tower base.

10. As noted previously, siting the tower adjacent to the tree line partially diffuses the visual impact of the tower. No additional screening beyond that is proposed.

Evidence of good faith efforts, and demonstration that a preferred or limited preference site was not technically, legally, or economically feasible.

11. As noted in #5 above, there are no preferred or limited preference sites within ½ mile of the proposed site. However, the applicant complied with staff's request to evaluate the other existing towers and water tanks within approximately five miles of this site, beyond what is required by the Zoning Regulations. Based upon the information submitted, staff is confident that collocation on an existing facility is not feasible, and that a new tower to allow this carrier to provide coverage to it's customers is justified.

CONDITIONS:

Site Specific:

1. This approval permits a 255' broadcast tower capable of accommodating at least five carriers consistent with the site plan submitted.

General:

- 2. Before receiving building permits:
 - 2.1 The permittee shall have submitted 5 copies of the final plans and the plans are acceptable.
 - 2.2 The construction plans shall comply with the approved plans.
 - 2.3 A surety approved by the County Attorney in an amount sufficient to guarantee removal of the facility.

Standard:

- 3. The following conditions are applicable to all requests:
 - 3.1 Before use of the facility all development and construction shall have been completed in compliance with the approved plans.

- 3.2 All privately-owned improvements shall be permanently maintained by the owner.
- 3.3 The site plan accompanying this permit shall be the basis for all interpretations of setbacks, yards, locations of buildings, location of parking and circulation elements, and similar matters.
- 3.4 This resolution's terms, conditions, and requirements bind and obligate the permittee, its successors and assigns.
- 3.5 The applicant shall sign and return the letter of acceptance to the County Clerk within 30 days following the approval of the special permit, provided, however, said 30-day period may be extended up to six months by administrative amendment. The clerk shall file a copy of the resolution approving the special permit and the letter of acceptance with the Register of Deeds, filling fees therefor to be paid in advance by the applicant.

Prepared by:

Brian Will, 441-6362, bwill@ci.lincoln.ne.us
Planner
April 14, 2004

APPLICANT: U.S. Cellular Wireless Communications

3601 109th Street Urbandale, IA 50322

210-1010

OWNER: Doyle Beavers

8690 West 69 Place Arvada, CO 80004

421-0243

CONTACT: Douglas Rogers

LCC International 1023 Lincoln Mall Lincoln, NE 68508

434-9307



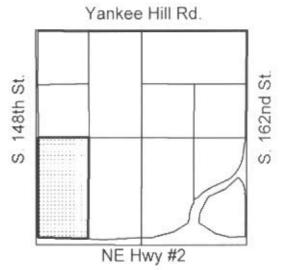
County Special Permit #04012 S. 148th St. & Hwy #2

2002 aerial

Zoning: R-1 to R-&Residential District AG Agricultural District Agricultural Residential District AGR R-C Residential Converyation District 0-1 Office District Suburban Office District 0.2 Office Park District 0-3 RI Residential Transition District 0-1 Local Business District B-2 Planned Neighborhood Business District Commercial District B-3 Lincoln Center Business District B-4 Planned Regional Business District B-5 14-1 Interstate Commercial District H-2 Highway Business District H-3 Highway Commercial District General Commercial District Industrial District Industrial Park District

One Square Mile Sec. 27 T9N R8E





Lincoln City - Lancaster County Planning Dept

Public Use District m tplan/arcview/04_splap04012

Employment Center District

OWNERSHIP CERTIFICATE

FILE NO: 6010404

TO: Marsha Summerhill LCC International

Nebraska Title Company, authorized to engage in the business of abstracting in the State of Nebraska under Certificate of Authority No. 56, hereby certifies that the records of LANCASTER County, Nebraska have been carefully examined with referenced to the following described property, and from such examination finds as follows:

LEGAL DESCRIPTION:

Lot 18 of Irregular Tracts in the Southwest Quarter (SW 1/4) of Section 27, Township 9 North, Range 8 East of the 6th P.M., Lancaster County, Nebraska

Address: , Lincoln, NE 68508

OWNER OF RECORD:

Denny Jay LLLP

Effective Date: March 31, 2004 at

Nebraska Title Company

Please direct inquiries to: Joan Journey



WIRELESS COMMUNICATIONS CENTRAL RECION 3601 109TH STREET URBANDALE, IA 30322

> ADDRESS: ROKEBY RD. & S 148TH ST. BENNET, NE 68317 SITE NAME: CHENEY SITE NUMBER: 871340.1

LONGITUDE: 96°31'00.455" W (NAD83) LATITUDE: 40*43'07.024" N (NAD83) ELEVATION: 1396" (NAVD 88)

STRUCTURE: 250'-0" SST

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1214 M.180TH STREET SUITE 100 CHANNA, NE 68118 PH: (402) 844-9097

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PROJECT CONTACTS

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DRIVING DIRECTIONS

VICINITY MAP

AREA MAP 8

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2: TETRIBUM BECOMES W ADMAS ST. 3: METICE CHITO HISO W/US-77 S.

DATE SOCIED: 00/01/04

PES: 7/3/2004

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THE SHEET

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STREET LEVEL MAP

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MUNECIPAL AIRPORT LINCOLN

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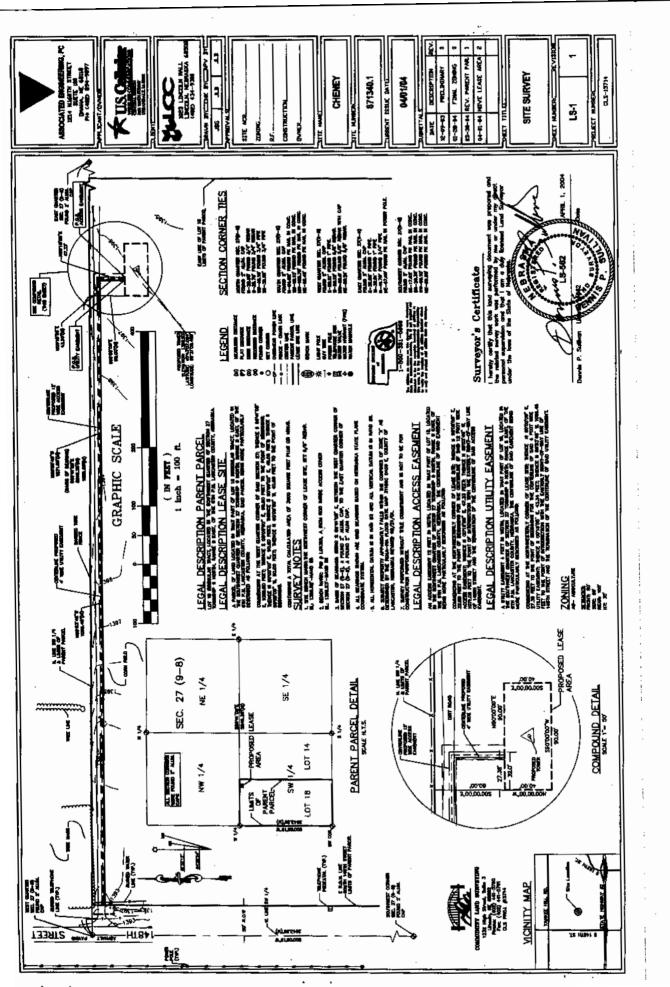
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LINCOLN, NE 68501
CONTACT: DOWNLD CRUM
PHONE: (402) 4365694

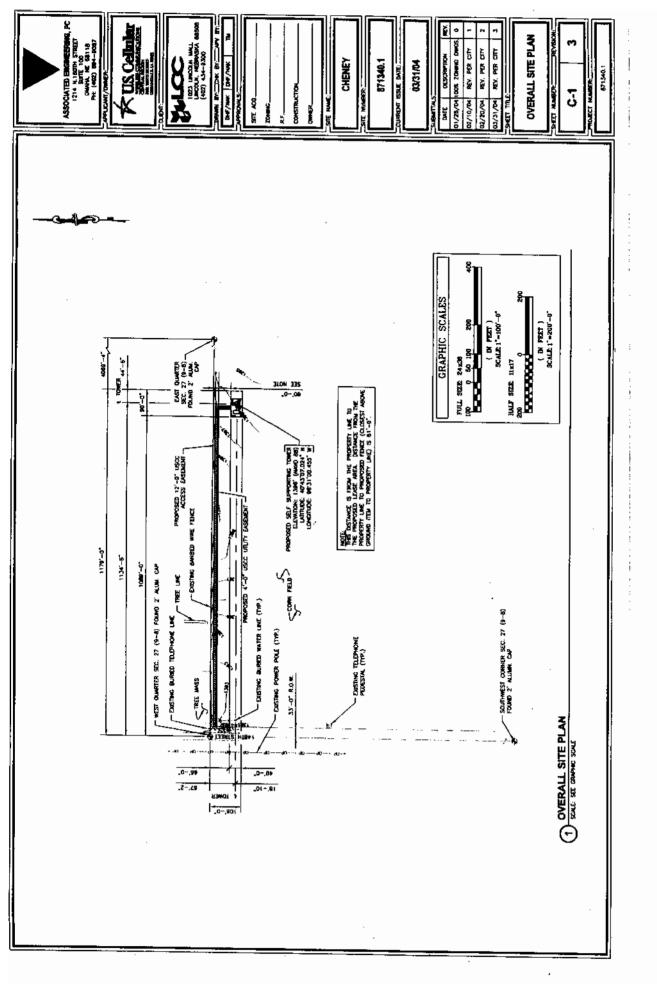
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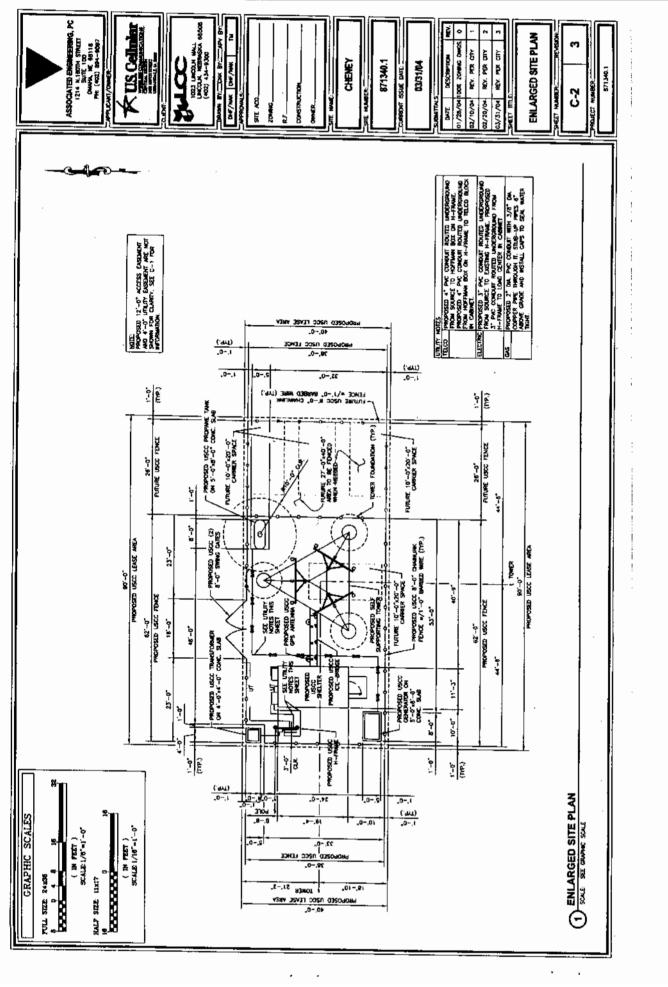
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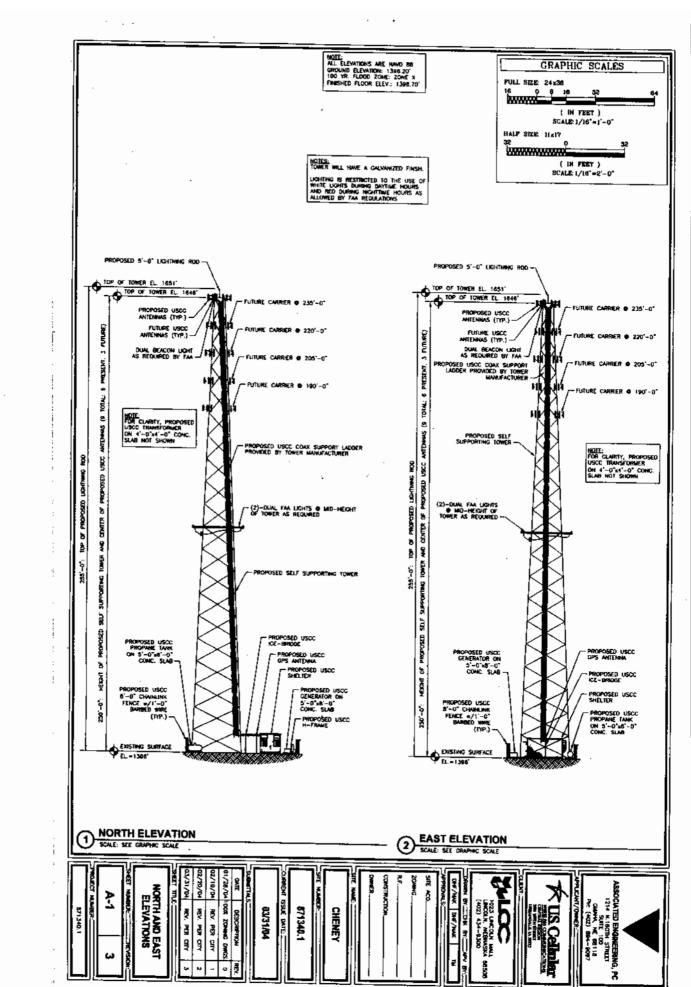
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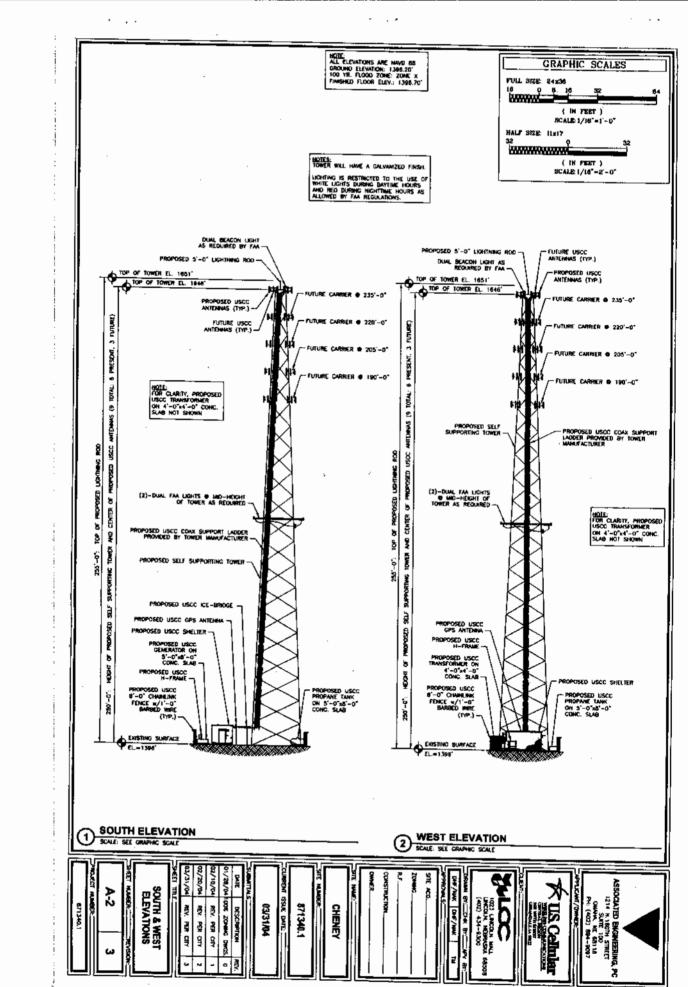
K US Celnie UNCOLN HEBINSKY 1/28/04 100K 20HHG DHGS. MEY PER CITY NEV PER CITY 402) 434-9300 DE/NW DE/NW CHENEY 871340.1 03/31/04 MENT ISSUE DATE. CHISTRUCTION SITE ACC 12/10/04 ASSOCIATIO ENGRETIMO, P.C. 1214 NORTH 160TH STREET SAITE 100 THE (4CZ) 884-9097 THE (4CZ) 834-9097 LCC INTERNATIONAL 1923 LINCOLA INALI LINCOLA, NE 88508 CONTACT. DOMBAS ROCETS PHONE: (402) 434-9307 CC INTERNATIONAL 023 LINCOLN MALL HOULY NE BESOS MINCT: MONEL ROTH HONE: (402) 434-9308 22 LMCDLM MALL NCOLI, NE 88508 DMTACT: BARRY THOMA HOME: (402) 434—8304 LANDCASTER COUNTY
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SUITE 213
CONTACT: BRIAN WILL
PHONE: (402) 441-6352 инесретом PROFESSIONAL ENGINEER









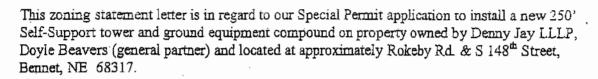




February 3, 2004

Mr. Brian Will Planner City of Lincoln-Planning Dept. 555 South 10th Street - Suite 213 Lincoln. NE 68508

Dear Mr. Will:



The current zoning of the property is Agriculture. Prior to searching for a location to install a new tower, LCC personnel looked for towers and/or buildings on which to collocate. The search ring area had no towers or buildings on which US Cellular could collocate, nor was there any commercial or industrial property. Basically the area in which we need to place a tower had no Preferred site locations, nor any Limited Preference Site locations.

There are 4 towers and 3 water tanks that are visible to the west of the proposed location. The reasons that these sites will not work for the new site we are proposing are as follows:

1. - US Cellular will have a site at the Pine Lake Golf course on the water tank, which falls within an approximate 2 mile radius of the other 2 water tanks and the other 4 towers.

2. - Coverage from the Easterly most tower is unacceptable and will not connect with our tower in Palmyra. Furthermore, this tower is approximately 4.25 miles outside of our search ring area, (see coverage map labeled "Coverage from the nearest tower outside Search Ring").

There are 2 visible towers to the East of the proposed site; the first tower sits approximately 3.75 miles outside of our search ring area and the 2nd sits approximately 5 miles outside our search ring. The 2nd tower is also owned by the State of Nebraska and when we were looking for a site closer to Palmyra we were denied collocation on the State's tower.

The closer of the 2 towers to the east falls within the coverage of our tower in Palmyra. The most important issue as to why the existing tower to the East will not work is due to the BTA boundary, which is the Lancaster/Otoe County line. The equal distance between US Cellular's towers on the East and West of the County line is critical to continuous coverage along Highway 2, due to what is called a hard-hand off at these 2 towers. Please refer to the maps labeled "Distance of neighbor sites to 871340-Cheney" and "Lincoln-Omaha BTA border sites". Our

RF engineer has also compiled a statement explaining the challenges and issues with a BTA border and I will further explain and answer questions at the public hearing.

The proposed tower will be a galvanized finish and will have white lights during the day and red lights at night.

The proposed 250' self support tower will be engineered for a total of 5 carriers and the proposed ground compound will have adequate space to accommodate ground equipment or shelters for 5 carriers. We feel that by engineering and constructing this tower with more than the required future carriers issue in mind it will help eliminate the need for a new tower in this vicinity for some time into the future.

We are requesting a waiver of the fall zone and not the side yard setback. We are asking for the waiver of the fall zone to help preserve as much farmable ground as possible.

We respectfully ask Lancaster County to review and approve this special permit to construct the proposed tower and compound for US Cellular.

Thank you for your time and consideration in this matter.

Sincerely,

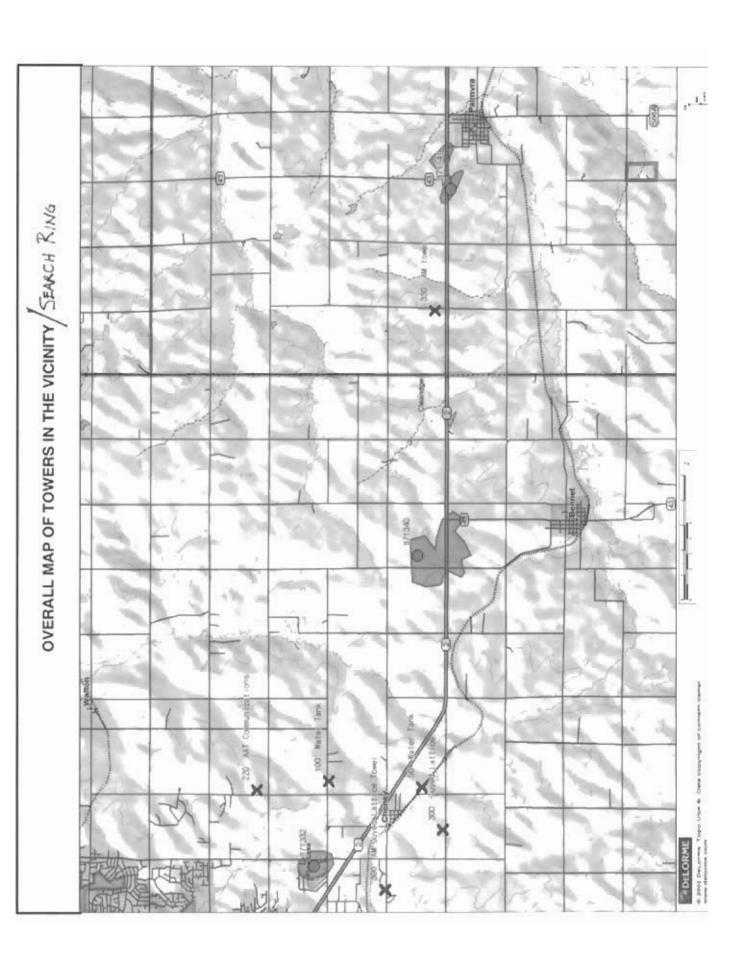
Douglas Rogers LCC International

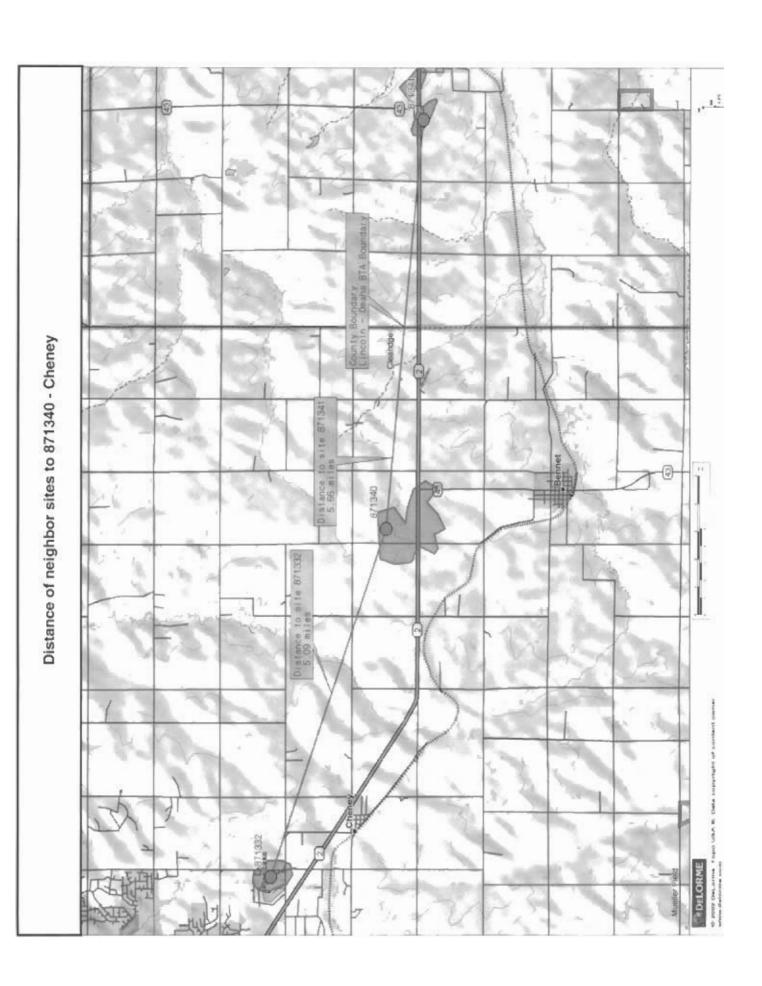


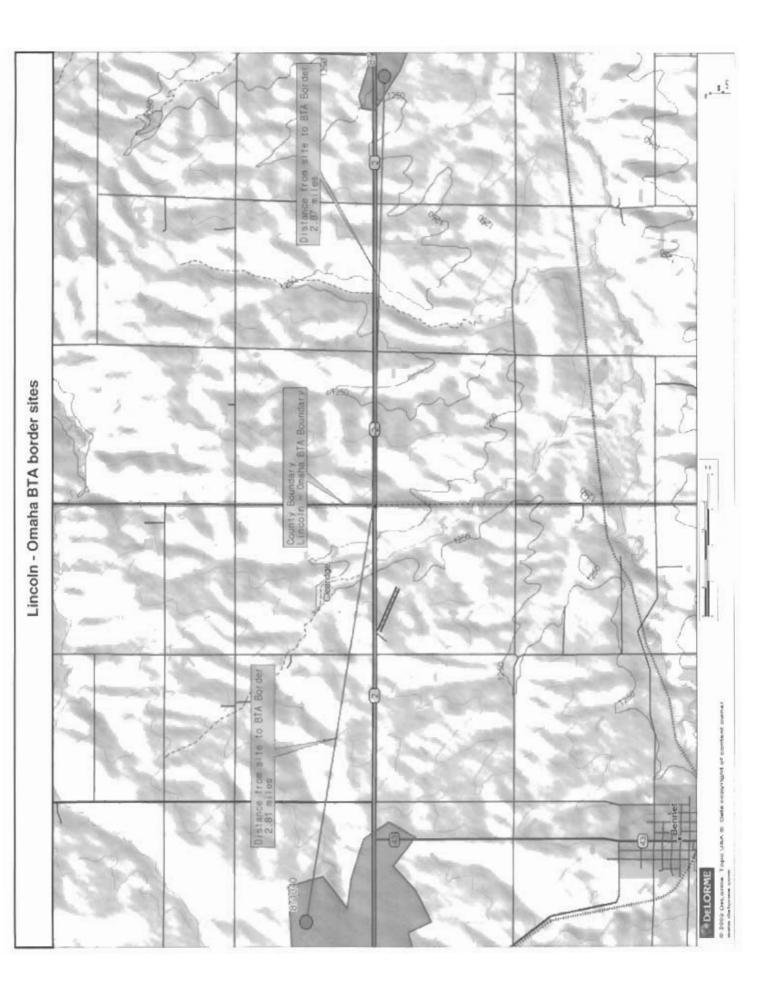
RF design considerations for Site 871340 hereafter referred to as Cheney. Upon the initial design of the Lincoln market for US Cellular Company, hereafter referred to as USCC, by LCC International, a search area, indicated on the maps, by the highlighted polygon areas, were released to LCC site acquisition for each area in which a site was required to complete the design objectives set out by USCC corporate for the Lincoln and surrounding areas. In preparation for the design of Lincoln, several constraints and considerations were taken into account.

The area just to the East of the Cheney site which is located at the County boundary is an area set by the FCC as a BTA (Basic Trading Area) border. By separating the MTA (Major Trading Area) into smaller regions called BTA's this allows the FCC to regulate which carriers are allowed to operate on what frequency in a certain geographical area. Larger carriers have bid huge amounts and have been awarded frequencies that span across BTA borders and others have not been so fortunate which means they have different frequencies on either side. This scenario requires special consideration for an event called a Hard Handoff, hereafter referred to as HHO. This is where one frequency will hand off to another. This requires certain signal levels from each frequency to be at a certain point to achieve this HHO. This requires evaluation of every candidate in the immediate area to the BTA border to allow a successful HHO along with achieving the coverage objective that was previously set.

The initial coverage objective for this area was coverage on Highway 2 and the town of Bennet. Considerations for placement of this site were the height of the terrain, proximity to Hwy 2, the BTA border, and the town of Bennet. This location needed to sit in an area that would allow connectivity to the neighboring sites to allow contiguous coverage on Hwy 2. I have indicated on the maps provided what the distance is to the neighboring sites. The county boundary is also indicated on the map as a highlighted vertical line. This vertical county boundary line is also the BTA boundary that was previously referred to. With the terrain height, the location of neighboring candidates, and coverage objective of the area, the candidate named Cheney was chosen as the prime candidate because all objectives and considerations were met. This site was submitted to and approved by USCC before moving forward. The selected site was reviewed by USCC to verify that LCC had considered and met the RF design requirements and objectives for coverage on Hwy 2 and the surrounding area.







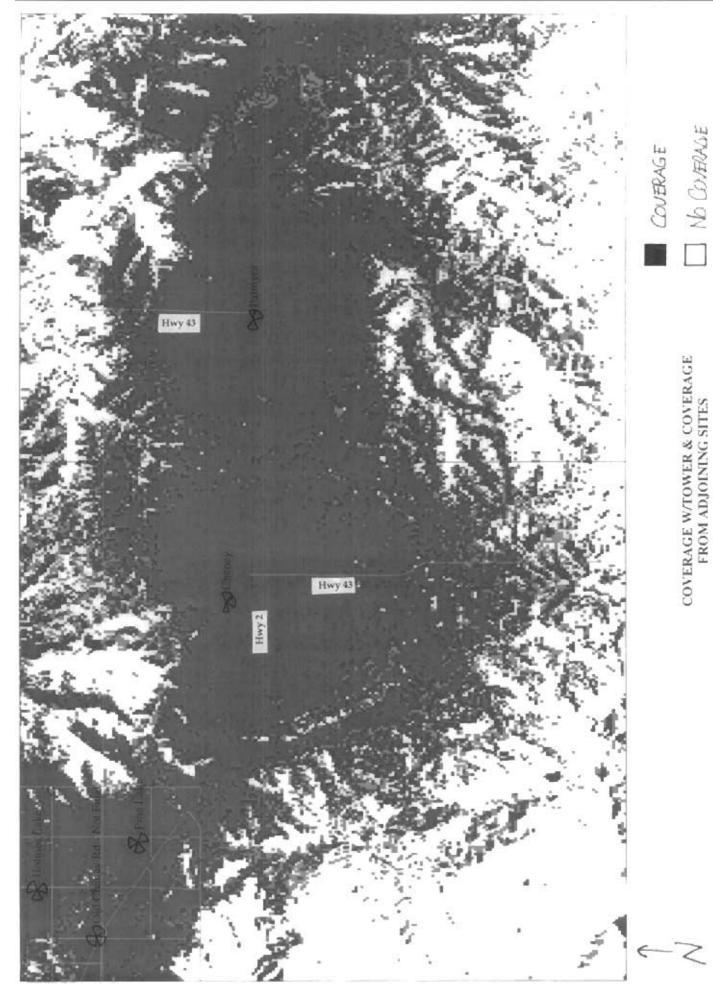
COVERAGE W/O NEW TOWER

COVERAGE

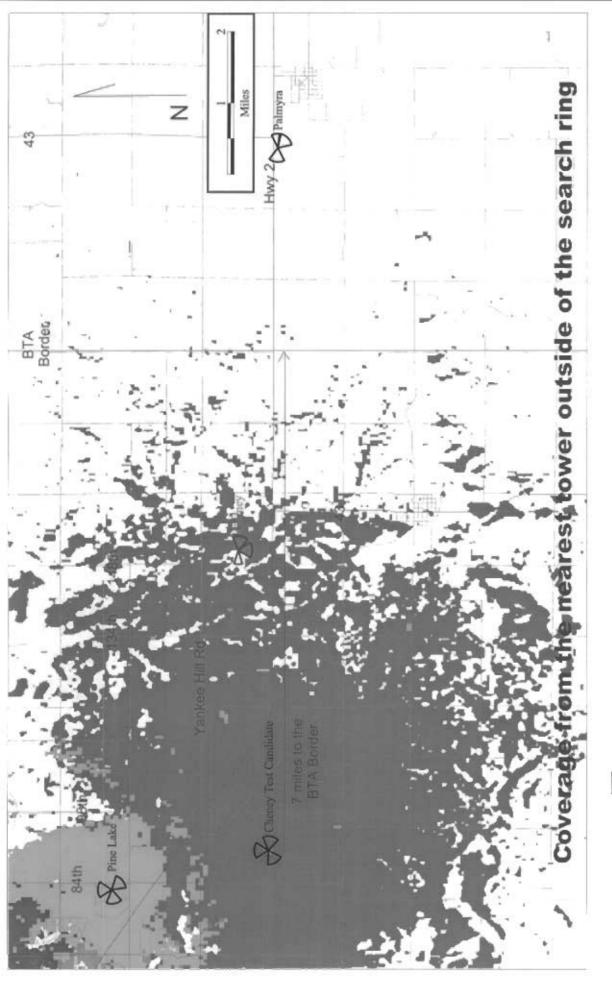
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COVERAGE WITH NEW TOWER



COVERAGE W/TOWER & COVERAGE FROM ADJOINING SITES



COVERAGE